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PUBLIC PARTICIPATION

Submission of  
ONTARIO HYDRO  
to the  
Royal Commission  
On Electric Power Planning  
with respect to the  
Public Information Hearings

March, 1976

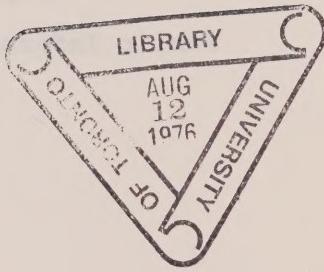


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1 | 1. PUBLIC PARTICIPATION IN ONTARIO HYDRO PLANNING

2 |  
3 | 1.1 GENERAL

4 |  
5 | Ontario Hydro is very conscious of its responsibility  
6 | to involve the public in the planning process. The  
7 | recognition by the Royal Commission on Electric Power  
8 | Planning of the importance of public participation  
9 | has been stated by Dr. Porter on many occasions and  
10 | Ontario Hydro looks forward to receiving the  
11 | Commisssion's views on how public participation can  
12 | best be incorporated in the planning process.

13 |  
14 | Partly as a result of recommendations from Task Force  
15 | Hydro, and partly as a result of the general course  
16 | of events in North America, the activitivies of Ontario  
17 | Hydro have been very widely discussed with the public  
18 | in recent years. Some of this has taken place  
19 | through formal hearing processes, but a great deal  
20 | has resulted from Ontario Hydro initiatives,  
21 | particularly in relation to location of facilities.

22 |  
23 | Ontario Hydro was an active participant in one of the  
24 | most extensive public participation projects ever  
25 | undertaken in this country, the Man and Resources  
26 | Conference, of 1972/73. Many of the guidelines on  
27 | "citizen partcipation" recommended by that Conference  
28 | at its final sessions of November 1973 have been  
29 | incorporated in Ontario Hydro's public participation  
30 | procedures.

31 |  
32 | Formal hearings constitute a major element of the  
33 | public participation process. Ontario Hydro has been  
34 | involved with many of these in recent years,  
35 | including:

36 |           Ontario Energy Board  
37 |           National Energy Board  
38 |           Solandt Commission  
39 |           Environmental Hearing Board  
40 |           Select Committee

41 |  
42 | Each of these hearing processes has its own  
43 | characteristics but they all provide the public with  
44 | an opportunity to review many elements of Ontario  
45 | Hydro's planning.

46 |  
47 | 1.1.1 Disclosure of Information

48 |  
49 | A common element in all hearing processes, and in  
50 | public participation generally, is the demand by the  
51 | public for information of various kinds. These  
52 | Public Information Hearings will go a long way in

1 providing the information that will allow people to  
2 understand the complexities of power system planning  
3 and development.

4

5 Release of Information to the Public

6

7 Ontario Hydro's general policy regarding the release  
8 of information to the public is as follows:

9

10 Ontario Hydro as a public corporation, should make  
11 the disclosure of information a natural part of its  
12 operating procedures, whether in response to requests  
13 from external sources or on its own initiative.

14

15 For requests from the news media, private citizens  
16 and special interest groups, the general policy is to  
17 respond to all that are reasonable.

18

19 Certain information, such as the following, may  
20 reasonably be withheld.

- 21
- 22 1. Matters under negotiation and matters requiring  
23 the concurrence of a second party involving  
24 contracts, employee relations, or dealings in  
25 property.
- 26
- 27 2. Working papers and preliminary or partially-  
28 completed reports.
- 29
- 30 3. Certain manuals, specifications and drawings and  
31 other documents in which the Corporation has a  
32 proprietary interest.
- 33
- 34 4. Matters of policy under consideration.
- 35
- 36 5. Information concerning physical security systems  
37 within Ontario Hydro.

38 Some requests may not be reasonable because of the  
39 extensive manhours required either to compile the  
40 information or to rearrange it in a different form  
41 from that in which it is normally kept. In such  
42 instances every effort will be made to explain the  
43 difficulty and to encourage the enquirer to accept  
44 information in the form it is normally kept or  
45 supplied to review bodies.

46

47 1.2 PUBLIC PARTICIPATION IN PROJECT PLANNING

48

49 INTRODUCTION

50

51 Public participation plays a vital role in planning  
52 extensions to Ontario Hydro's electrical system.  
53 Responding to encouragement from both government and

1           the public, Hydro has involved the public in varying  
2           degrees in all projects undertaken since 1972. The  
3           latest step was taken with the establishment of the  
4           Route and Site Selection Division in 1975, including  
5           a responsibility for designing and implementing  
6           public involvement programs in project planning.

7           As a result, a number of Ontario Hydro procedures and  
8           policies have been revised and improved with public  
9           involvement: for example, property policies and  
10          construction practices.

11          "Public participation" means different things to  
12          different people.

13          To some, public participation is just a method of  
14          getting public comment on a proposal. To others,  
15          it's an opportunity for the public to confront Hydro  
16          with objections which must be recognized. To still  
17          others, it describes any project which is not planned  
18          entirely by its proponents.

19          To Hydro, public participation means not only sharing  
20          information and alternatives with the public at large  
21          - but obtaining specific municipal, provincial or  
22          federal approvals, and setting out procedures for  
23          achieving this.

24          Public participation, in Hydro's operations, involves  
25          three elements. The first is a study in which  
26          individuals and organizations contribute information  
27          and suggest priorities concerning the selection of  
28          alternative locations for a transmission line route  
29          or site for a generating or transformer station. The  
30          second is a formal review of the first element before  
31          a government-appointed independent public hearing  
32          body. The third is the approval process in which the  
33          recommendations of Hydro and the review body are  
34          evaluated by the Government of Ontario, and a  
35          decision reached.

36          Public reviews have now become common for Ontario  
37          Hydro projects. Such reviews, following the  
38          completion of the public study, give the public an  
39          opportunity to submit briefs, provide testimony and  
40          question expert witnesses about Hydro's  
41          recommendations. The first of such hearings were the  
42          Solandt Commission, followed by the Environmental  
43          Hearing Board. In future, such hearings as are  
44          required will be held under the environmental  
45          assessment legislation.

46          Such review boards can and have proposed changes to  
47          Hydro recommended proposals.

1       The public then has 30-60 days to consider the  
2       recommendations of the review board. This allows  
3       opponents of the proposal to submit their case to the  
4       Minister of Energy. The final decision is then made  
5       by the provincial cabinet.

6       This three-part process - study, review, and  
7       decision-making - reflects society's need for a voice  
8       in comprehensive over-all planning.

10      1.2.1     Historical Review to 1974

11      1.2.1.1   Planning Prior to 1971

12       The external planning process until 1971 consisted  
13       largely of contact with several levels of government  
14       officials. Ontario Hydro reviewed plans for its  
15       projects with a "liaison committee" consisting of  
16       representatives of several ministries of the  
17       provincial government. Other regulatory agencies,  
18       including federal authorities, regional and county  
19       planning officials, and conservation authorities,  
20       were consulted. After alternatives had been  
21       considered and reviewed, local municipalities were  
22       normally consulted to determine if the proposed  
23       project interfered with any planned or proposed  
24       developments.

25       The public itself - either as interest groups, or as  
26       affected individuals - was not an integral part of  
27       the process. It was not customary to hold public  
28       meetings or to publish information until a site or  
29       route had been designated.

30       The demand by the public for a say in planning began  
31       to show in 1971 with the rejection of the site chosen  
32       for the Toronto Central switching station, and  
33       reached a peak in 1972 with the concerns expressed  
34       for the proposed Nanticoke-Pickering 500 kV  
35       transmission line. At that time, a group of  
36       individuals submitted a petition containing 5,000  
37       signatures asking the Premier of Ontario for a  
38       further study and a public inquiry into the routing  
39       of the transmission line. This request was met with  
40       the appointment of Dr. Omond Solandt under the Public  
41       Inquiries Act to review Hydro's proposed route.

42       Ontario Hydro's statement to Dr. Solandt of October  
43       16, 1972, outlined the procedures developed by  
44       Ontario Hydro for public involvement in planning  
45       major facilities.

Line  
Number

1 | 1.2.1.2 Scope of the Early Public Participation Programs  
2 | (1971 - 1974)

3 |  
4 | As identified in the report to the Solandt  
5 | Commission, the new process on which Hydro had  
6 | embarked stressed the exchange of information. The  
7 | objectives of that public participation program were  
8 | stated to:

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  - To provide opportunities for the general public to learn about the project, the proposed study, the required facilities and the associated Hydro practices, policies and procedures.
  - To enable interested individuals and existing interest groups to contribute a local set of values to assist in formulation of a weighting system for use in the environmental study, together with specific details about their area to help lessen the impact of the facilities.
  - To provide a forum for the presentation and discussion of the corridors and routes produced by the study at key stages.
  - To convince the public that the routes produced by this process were the best available, and thereby gain public approval of the results.

The information to be provided to the public included for the first time a description of the need for and scope of a project, its location, right of way, and the methods to be used in its construction.

The public in turn was asked to provide Hydro with information, including both fact and opinion, about local conditions, the process for comparing alternatives, and the alternatives themselves.

It was felt that if the public knew about the project or had contributed data to aid in the selection of the final location, the recommended project would enjoy wider public acceptance.

1.2.1.3 Methods Used in the 1971 - 1974 Programs

Several different methods for involving the public were used. Included were:

- public meetings
- information centres
- information flyers
- information kits

Line  
Number

- 1        - opinion surveys
- 2        - questionnaires
- 3        - news releases, articles and advertisements
- 4        - meetings with elected and appointed officials

5              1.2.1.4 Major Transmission Studies

6  
7  
8              Apart from the Middleport-Cherrywood (Nanticoke-Picker-  
9              ring) project under review by the Solandt  
10              Commission, there were four major transmission  
11              studies, three at 500 kV and one at 230 kV, begun  
12              between 1971 and 1974.

- 13  
14              a) Nanticoke-London, Lennox-Oshawa, Bradley-  
15              Georgetown (500 kV)
- 16              b) Prince Edward County Supply (230 kV)

17  
18              The public participation program for the Hydro  
19              studies consisted of three phases, beginning with the  
20              very broad study area through a series of corridors,  
21              finally narrowing down to a specific right-of-way.

22  
23              Phase I

24  
25              At the beginning of each study, a series of preview  
26              meetings were normally held with elected and  
27              appointed officials, members of conservation  
28              authorities and the media. These were followed by a  
29              series of public meetings. An information kit was  
30              distributed to people attending the meetings and  
31              additional copies placed in the municipal offices.  
32              Included in each kit was information about:

- 33  
34              1. Public participation  
35  
36              2. The need for additional power  
37  
38              3. Property policies  
39  
40              4. Transmission line technology  
41  
42              5. Ontario Hydro's construction and maintenance  
43              policies  
44  
45              6. Map of the study area

46  
47              Mailing lists were assembled and used to send out  
48              future project information to those who indicated an  
49              interest in being kept informed. Questionnaires were  
50              distributed on some projects to gather information  
51              about local public preferences.

1 | Phase II

2 |  
3 | The second phase of the project involved the  
4 | identification of several alternative corridors  
5 | within the study area. These were introduced to the  
6 | public at a series of meetings. In addition to  
7 | advertising outlining the times and places for the  
8 | meetings, a second information flyer including a map  
9 | with a space for individual comments was sent out.  
10 | Comments on the corridors were received as were  
11 | briefs from councils, ratepayer groups and concerned  
12 | citizens. These provided valuable information which  
13 | was utilized in the next phase.

14 | Phase III

15 |  
16 | In the third phase, transmission line routes within  
17 | the corridors identified in Phase II were determined.  
18 | Meetings were held with local officials within the  
19 | study area to outline the proposed transmission line  
20 | routes within the corridors and collect any  
21 | additional data which would help in the selection of  
22 | the routes. These were followed by similar public  
23 | meetings which sought the concerns of individuals  
24 | about the proposed transmission lines and any  
25 | additional data which might affect the proposed  
26 | routing.

27 |  
28 | In addition to the public meetings, information  
29 | centres were opened in some study areas to provide  
30 | people with the opportunity to discuss individual  
31 | concerns.

32 |  
33 | There was a great deal of public reaction to the  
34 | proposed routes - much of it unfavourable. At this  
35 | stage, some people were now directly affected by the  
36 | proposals and reacted accordingly. Citizens groups  
37 | formed, letters and briefs were written to the  
38 | editors of the local papers, M.P.P.s, and councils  
39 | and appeals were made to the government.

40 | Results of the Program

41 |  
42 | Over the two-year period of each of the projects many  
43 | people became involved not only in the specific  
44 | problems of routing a transmission line but also in  
45 | the question of need and the property, construction  
46 | and maintenance procedures.

47 |  
48 | The response at the public meetings, particularly in  
49 | the third phase, was large and well organized. It  
50 | also indicated that the methods used to alert people  
51 | to the studies worked reasonably well.

Line  
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1 During the course of the studies, Hydro was given  
2 considerable support, both editorially and at  
3 meetings, for its change in approach to the public  
4 and new openness about planning.

5 Review boards have commented favourably on the public  
6 participation program, but have suggested that the  
7 public become involved earlier in the process.  
8

9 Generally, with this level of public participation,  
10 the community has the opportunity to become well  
11 informed about a study and in a position to provide  
12 meaningful information to the planners.  
13

#### 14 1.2.1.5 Generating Station Studies 15

16 There were 6 generating station studies under way in  
17 this period: Wesleyville, Pickering 'B', Bruce 'B',  
18 Thunder Bay extension, Darlington, and a further  
19 station study in North-western Ontario. The last of  
20 these studies was at the site-selection stage; the  
21 remainder were under review for site development or  
22 expansion.  
23

24 Public participation in generating station studies  
25 was undertaken to provide a forum for local residents  
26 to discuss the proposal and its implications for the  
27 community. In the generating station projects under  
28 way in this period, due to the requirement for long  
29 lead times, site locations had been determined and  
30 the site acquired much earlier. Public participation  
31 generally took the form of public meetings in which  
32 residents had an opportunity to ask questions and  
33 discuss their concerns about various aspects of the  
34 project.  
35

36 The methods used were similar to those in  
37 transmission line studies. These included press  
38 coverage of meetings, advertisements, meetings with  
39 elected and appointed officials, and information kits  
40 provided to all interested residents.  
41

42 The approach used during this period appeared to be  
43 quite successful. The communities were well informed  
44 about the projects and people were able to identify  
45 with Hydro representatives with whom they could  
46 discuss any additional concerns.  
47

#### 48 1.2.1.6 Other Projects 49

50 Public participation in other projects consisted of a  
51 community information program. Prior to  
52 construction, residents adjacent to the facilities  
53  
54

1        were notified of the project and the proposed  
2        construction schedule. These contacts with the  
3        residents gave them a chance to raise individual  
4        concerns and provided a future contact within Hydro  
5        in case problems arose.

6              1.2.2     What Makes Public Participation an Effective Planning  
7                          Function

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8              1.2.2.1    Internal Review of the Early Public Participation  
9                          Process

10        After three years of experience - between 1971 and  
11        1974 - with the early format of public participation,  
12        it was apparent that the process needed some  
13        modification. For example, public resistance to some  
14        projects as they moved to the late stages included  
15        criticism of the procedures and execution of the  
16        public involvement process.

17        Ontario Hydro undertook a major review in 1974. It  
18        was conducted by the planning staff along with  
19        outside groups and individuals who had been involved  
20        in projects as observers or participants. The  
21        objective was to see how Hydro could improve its  
22        project planning and communication techniques so that  
23        the public involvement process would be more  
24        effective. The review analyzed the objectives of the  
25        first programs, the methods used to involve the  
26        public, recognized the beneficial results of these  
27        efforts, and identified the problem areas.

28        In general the public involvement programs were felt  
29        to be successful in bringing information about the  
30        studies to a wide variety of people resulting in a  
31        greater degree of public understanding about the  
32        projects. The number who became involved was  
33        significant. The process stimulated a regular flow  
34        of information, comment and criticism for the  
35        attention of those involved in the various studies.

36        On the other hand, the programs had fallen short of  
37        their objectives in two important aspects. Firstly,  
38        the recommended route or site location was not always  
39        accepted by the public even though they were involved  
40        in the selection process. This suggests that  
41        complete acceptance of a particular project by all  
42        members of the public may never be a realizable goal.  
43        Secondly, the need for the project was either not  
44        properly understood or accepted or the methods for  
45        conducting the study were not fully appreciated.

1      The review culminated in a set of guidelines for  
2      project planners which were adopted by management at  
3      the start of 1975.

4  
5      The main recommendations for these guidelines are  
6      summarized as follows:

- 7  
8      - Hydro should encourage dialogue with members of  
9      the public during the early planning stage and  
10     continuing until completion of the line/site  
11     location study.
- 12  
13     - For transmission route studies Hydro should  
14     substitute informal information centres for  
15     formal public meetings. A combination of public  
16     meetings and information centres will be used  
17     for generation site selection studies, and  
18     public meetings will continue to be used when  
19     seeking approval of specific generating  
20     stations.
- 21  
22     - The differences in the policies of various  
23     government ministries relating to Hydro matters  
24     should be identified and resolved.
- 25  
26     - There should be public discussion of the Long  
27     Range Planning concepts.
- 28  
29     - There should be public discussion of the system  
30     plan.
- 31  
32     - The concept of Citizens Committees should be  
33     adopted on a trial basis. Their role will be to  
34     examine specific issues and give advice to the  
35     Project Team.
- 36  
37     - Hydro should actively promote a better community  
38     understanding of the environmental study.

39     Although there has been recent criticism of Hydro's  
40     public participation programs, the examples most  
41     often quoted have been either from the early pre-  
42     review projects, or from projects begun before the  
43     new guidelines were adopted. Few post-1974 projects  
44     have evolved far enough to permit significant  
45     analysis. At this stage, it is hoped that the  
46     application of the guidelines will help overcome much  
47     of the criticism. However, it must be recognized  
48     that there are limits to what public participation  
49     can achieve, however comprehensively it is planned  
50     and implemented.

1 | 1.2.2.2 Opportunities for Public Involvement

2 | (a) Type of Facility

3 | Different types of electrical facilities present  
4 | different situations for the public. For  
5 | instance, there are relatively few physical  
6 | restrictions to the location of a transmission  
7 | line. The public normally will be able to help  
8 | rate the importance of the various factors to be  
9 | considered in determining the final location.  
10 | On the other hand, the physical requirements for  
11 | a thermal generating station may eliminate some  
12 | alternatives which might be preferred by the  
13 | public in a study of land-use priorities. A  
14 | transformer station frequently may need to be  
15 | located close to or inside a built-up community  
16 | which will benefit directly from improved  
17 | service.

18 | (b) Involvement in the Study Process

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23 | The procedure for determining transmission or  
24 | generating site locations progresses in logical  
25 | steps through an elimination process, from a  
26 | very broad regional level to a much more  
27 | detailed local level.

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42 | Similarly the area to be covered changes. Early  
43 | on, many thousands of square miles are covered  
44 | in a study area, having a number of districts  
45 | with little in common. Later, specific  
46 | localities are examined. Each phase in a study  
47 | generates its own level of interest. Some  
48 | individuals will wish to commit the necessary  
49 | time to contribute to the selection of limits to  
50 | the study area as well as to participate in the  
51 | study itself. On the other hand, there have  
52 | been numerous requests from people attending  
53 | early project public meetings to be involved  
54 | only when there is something to show - some  
55 | lines on a map.

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61 |  
62 | Spontaneous involvement usually comes from the  
63 | local level and is based on locational issues.  
64 | Sometimes, the people who become involved later  
65 | in the study wish to have the earlier stages of  
66 | the study re-examined.

67 |  
68 |  
69 |  
70 | Because the broad public interest must be  
71 | reflected in any proposal to look anywhere for  
72 | new generation and transmission in Ontario, it

1           is important to find a formula for selecting and  
2           agreeing upon the study area - and an  
3           appropriate public level who can provide the  
4           public involvement.

5           Certain groups have a very active and important  
6           role in the selection of a study area - notably  
7           the ministries of the provincial government  
8           together with agencies, organizations, and  
9           interest groups which have a responsibility for  
10          and interest in the allocation of land for its  
11          most suitable use, across the province. A  
12          requirement for sound provincially-set standards  
13          for land-use priorities has been identified many  
14          times.

15          Once a study area has been determined, based on  
16          sound provincial and regional objectives, the  
17          public contribution to the location studies will  
18          be concentrated at the local level.

19          (c) Time Requirements

20          Sufficient time exists in the project schedule  
21          to allow for full public involvement. A major  
22          project may require two years of development  
23          work with public groups. Many volunteers may  
24          lose interest or not have the time to  
25          participate continuously through the life of a  
26          study.

27          The considerable staff time required to gather  
28          and evaluate the technical and environmental  
29          data necessary for project studies can also  
30          discourage otherwise willing participants.

31          (d) Degree of Involvement

32          Most people will be satisfied with being kept  
33          informed through regular information channels:  
34          their individual concerns can often be discussed  
35          through personal contact with the team  
36          representatives or at an information centre.

37          However, a need may exist for a core of people  
38          to be kept involved throughout the study. In  
39          past studies, few of those interested in the  
40          project in its early stage maintained that  
41          interest in a productive way throughout. Many  
42          cease to participate when it becomes apparent  
43          they are not going to be affected. As a result,  
44          those who become involved at the later stages  
45          were not part of the earlier process which

1           generated the alternatives, and may not agree  
2           with them.

3           1.2.2.3   Goals, Roles and Expectations

4           (a)   Ontario Hydro

5           As defined in its review in 1975 Ontario Hydro  
6           sees public participation as "that essential  
7           element of the planning process by which the  
8           concerns of the potentially affected public are  
9           considered in the planning of Hydro facilities.  
10          The aim is to ensure that the public's interests  
11          and priorities are incorporated from the  
12          earliest stages of planning. The broadest  
13          possible involvement should be encouraged with  
14          the public working in conjunction with Hydro to  
15          arrive at recommendations that will assist in  
16          any decision-making."

17          In Hydro project planning, Hydro staff has  
18          clearly identified roles and responsibilities.  
19          As a team they are responsible for the  
20          development and implementation of various  
21          programs. The team assigned to each project is  
22          responsible for providing the public a good base  
23          of background information and ensuring that they  
24          have meaningful opportunities for involvement.

25           (b)   Ontario Hydro's Perception of Goals and Role of Others

26          Originally contacts external to Hydro included  
27          federal and provincial regulatory bodies and  
28          municipal officials who could provide official  
29          information or confirmation. These contacts  
30          still form an integral part of the programs  
31          today.

32          Ontario Hydro co-ordinates its contact with  
33          provincial ministries by means of "external  
34          teams". Each ministry's separate objectives are  
35          identified and compared with any conflicting  
36          goals. The main thrust of public participation  
37          planning is to involve the other, unofficial  
38          public interests.

39          In the earlier participation programs the role  
40          of public interest groups and individuals was  
41          chiefly limited to that of responding to Hydro  
42          proposals.

1           In planning future programs, a much more active  
2           role is envisaged for many of the groups and  
3           individuals with a specific interest.  
4

5           Much of the information required for project  
6           decisions is technical and will be provided from  
7           technical sources. Some of the non-technical  
8           information can be collected from official  
9           channels; some from general public sources.  
10          Some of the decisions come from a direct  
11          comparison of technical alternatives; some are  
12          subject to local opinions and wants. A combined  
13          process involving Hydro, the public, and the  
14          official sector is essential if the information  
15          collected and the project decisions made are to  
16          meet the goals of public participation.  
17

18          The following comments reflect Ontario Hydro's  
19          recent project experiences with agencies,  
20          organizations and individuals; they are not by  
21          any means exhaustive.

22          (c) Ontario Government Agencies  
23

24          The objectives of different agencies of  
25          government appear to vary. Some need to become  
26          involved in order to perform a well-established  
27          regulatory function. Others are concerned with  
28          ensuring that project planning reflects a  
29          variety of government and ministry policies.  
30

31          In the main it is usually possible for Hydro  
32          planners to embark upon a new study with the co-  
33          operation of ministry planners having the common  
34          objective of finding an acceptable location for  
35          an Ontario Hydro facility within the broader  
36          context of provincial planning.  
37

38          Ministry representatives are responsible for  
39          providing ministry information and commenting on  
40          priorities, alternatives, locations and impacts.  
41          They are also responsible for keeping ministry  
42          staff informed. Local ministry employees are a  
43          source of information to public groups.  
44          Regulatory ministries give guidelines regarding  
45          requirements for approvals, including the amount  
46          of detail for study.  
47

48          (d) Municipalities  
49

50          Municipalities can be considered to have two  
51          goals. One objective is to ensure that Hydro  
52          project plans take into account local plans and  
53

1 by-laws, present and proposed. The role played  
2 by their representatives toward this objective  
3 is clear.

4  
5 Another aim is to see that local interests -  
6 political, commercial and residential - are  
7 considered. These include their concern about  
8 the potential effect on municipal services  
9 caused by a project.

10 Municipal councils are advised at the outset of  
11 the scope of the project, the range of possible  
12 impacts and the opportunities for citizen  
13 involvement. Thereafter they are kept informed.  
14 In both his reports Dr. Omund Solandt recognized  
15 that municipal councils tend to avoid supporting  
16 any one of the variety of alternatives  
17 presented. In his second report he also  
18 suggested that municipal governments should  
19 share the responsibility of keeping their  
20 citizens informed.  
21

22 (e) Organizations  
23

24 Goals of organizations differ widely. Those  
25 groups coordinating the varying interests of a  
26 province-wide membership need to consider each  
27 Ontario Hydro project against the background of  
28 the overall general objectives of their  
29 organization. These objectives may resemble in  
30 scope those of the provincial ministries.  
31

32 Groups with a more protective function for some  
33 local property - such as residents associations,  
34 ratepayer groups and wildlife associations, -  
35 are more likely to take the position that a  
36 Hydro facility should be located elsewhere.  
37

38 Policy issues, such as zero-growth, are often  
39 raised in project studies. Those interest  
40 groups who support such policies will, by  
41 definition, act to win support against the  
42 project.  
43

44 Cross - community interest groups - with broad  
45 representations from all interests - would be of  
46 most assistance to Hydro in meeting its public  
47 participation objectives. The formation of such  
48 groups will be encouraged in future studies.  
49

50 Despite the apparent diversity of objectives,  
51 there is one basic role which should be common  
52 to all organizations - that of acting as a  
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communication link, carrying a steady flow of information and comment between Ontario Hydro and the membership.

(f) Individuals

The role of the individual is the most difficult to clarify. In general terms, individual interests are concerned with specific terrain - whether land he owns or land he values for any number of reasons. He may feel satisfied with an opportunity to comment at an information centre on specific alternatives. If he also is interested in the patterns of social development, he may wish to get into overall community planning. Or, he may have no particular allegiance to any existing organization, but may wish to belong to a community working group.

(g) Working Groups

Working groups may be the most effective forum in which different interests and concerned individuals can assemble to provide an over-all "community" viewpoint on a project. Various names may be applied, such as task force, study committee, advisory group. In some cases a working group might operate as a third "team", which is made responsible for following a study through its various stages and helping to develop a public perspective of the information, processes and alternatives as they are developed. This is an active role, similar to that of the technical team of ministry representatives whose objectives and comments are constantly brought into the study process.

In any situation, there is a responsibility for each member representing an organization or interest group to report back regularly to his home organization and the broad public. If this does not take place, such groups may not receive enough support from individuals to be recognized as representative of the community so that the results of their work are widely accepted.

(h) Expectations

The ease with which the basic objectives of the different individuals or groups can be identified and resolved has a major influence on the success of public participation. If the

1           objectives are not brought out and recognized by  
2           all parties early in the process, there is  
3           little likelihood of achieving consensus.

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Often a basic assumption of public involvement  
is that when an agency like Hydro obtains public  
comment on any aspect of a proposal, the person  
contributing that "input" expects to see some  
return for the investment. He expects his  
contribution will visibly alter the location, or  
weighting of alternatives. In studies to date,  
that person has not often acknowledged that a  
host of other contributions, being sought  
simultaneously, may mean that the end result  
does not reflect only his viewpoint. He  
concludes, wrongly, that "Hydro doesn't pay any  
attention".

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Most unsatisfactory results from past projects  
can be attributed to 1) poor identification of  
objectives and expectations among participant  
groups, 2) the development of group interests  
too late in the public involvement process to  
achieve basic changes in that process or, 3) the  
goals of a group extending beyond the particular  
project, with the public participation process  
for a project being used to attempt to achieve  
those wider goals.

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To achieve effective public participation Hydro  
is committed to reach out and involve the public  
in a positive way. But there must be an equal  
commitment on behalf of those who seek to be  
involved that they share in the responsibility  
to find a solution.

35  
36        1.2.2.4    Variations

37  
38        There are no set rules for public involvement  
39        programs in project planning. They need to be custom  
40        designed. Reference has been made to the factors  
41        affecting the potential for success of any program -  
42        and to the varying objectives, roles and expectations  
43        of the public.

44  
45        There are other variables which have an influence on  
46        the type of program which Ontario Hydro may conduct.

47  
48        (a)    Public

49  
50        At different stages in a Hydro study, the public  
51        to be involved ranges from staff of provincial  
52        or municipal government bodies, directors of

1                    province-wide organizations or interest groups,  
2                    to local affiliates of these and locally-based  
3                    groups; land-owners, taxpayers, school children,  
4                    senior citizens, manufactures, service  
5                    industries, farmers, politicians and others.  
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This creates a need for a variety of communication methods, many levels of background information and a constant field presence to maintain good liaison with each sector. In particular, it requires much time and effort to identify which of these elements is present in any "community".  
14  
15

(b) Environment

Two identical studies - for example, the improvement of supply to a medium-size community by means of the construction of a 230 kV transformer station and a double-circuit 230 kV transmission line - if conducted in different parts of Ontario will quite probably demand distinctly different public involvement programs.  
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Issues which need to be discussed as background to a study take on a new dimension depending on events happening in the locality in an adjacent town, associated industry, or at another political level.  
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An approach used in urban Ontario may not be appropriate in rural or northern Ontario. Timing, distance, convenience, or the state of the local economy could all be determining factors. Attitudes and concerns differ from place to place.  
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(c) Scale

Some projects affect only a limited area in which impact is limited or concentrated in a neighbourhood; others have a regional or provincial scope covering thousands of square miles. Some cannot be resolved without years of study; others can be completed inside a matter of months. Major projects, such as a thermal generating station, may require considerable effort for the public to absorb new and unfamiliar technology. Others, such as the twinning of an existing rural transmission line, will raise different sets of problems.  
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1 | (d) Issues

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3 Some projects may represent at worst a physical  
4 intrusion into a new area, where the challenge  
5 is to find a formula for keeping the intrusion  
6 to a minimum.

7 For other projects, the problem of helping to  
8 accommodate an intrusion upon the local economy  
9 and environment may be compounded by more  
10 complex issues of the sort which accompany  
11 thermal generating stations.

12 | (e) Agency

13 Public participation in planning is widely  
14 practised by other agencies as well. The  
15 agencies may be at the senior government level  
16 (dealing with highways, parks, sanitation,  
17 housing, airports, regional plans, and so on),  
18 at the local government level (concerned with  
19 official plans, transportation schemes, day-care  
20 and recreational facilities) and even at the  
21 private sector level.

22 Each agency has a public participation component  
23 because today without it, its planning is  
24 incomplete. Some projects are mainly beneficial  
25 to communities; some benefit local residents  
26 only indirectly but receive no recognition for  
27 this.

28 | 1.2.2.5 Schedules

29 When many of the projects which have been under  
30 public study since 1971 were planned, their schedules  
31 were long enough to accommodate the degree of public  
32 involvement then in existence.

33 As these studies progressed the public's desire to  
34 expand the study area or change the nature of the  
35 study, although recognized, could not be accommodated  
36 without delaying the in-service dates of the project.  
37 This resulted in resistance to routes and sites  
38 located under the earlier process.

39 It is important that sufficient time be allowed for  
40 adequate public involvement and the necessary reviews  
41 and decisions. However, a public participation  
42 process without time limitations has both advantages  
43 and disadvantages.

1      The advantages are that project studies can begin  
2      earlier, before decisions are made restricting the  
3      degree of public involvement possible. In each  
4      phase, when sufficient time can be allotted for  
5      public review of project information, more informed  
6      opinions and views should be forthcoming. On the  
7      other hand a study may last over two years, making  
8      continuous volunteer citizen involvement difficult.  
9

10     Currently the lead time required for a nuclear  
11    generating station to be brought into service is  
12    about thirteen years. A major transmission line  
13    needs less time, about eight years. The public  
14    involvement program is one component of the total  
15    planning, review and approval process which  
16    determines these lead times.

17    1.2.3    The Involvement of the Public in Planning  
18    Future Ontario Hydro Projects  
19

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20    1.2.3.1 Concepts for Future Involvement  
21

22    All projects begun since January, 1975 (since the  
23    revised approach guidelines were incorporated) are  
24    considered future projects for the purpose of this  
25    discussion.  
26

27    (a) General Principles  
28

29    Certain key principles have been established to  
30    meet the original objectives of the public  
31    participation plan. These are:  
32

- 33    i) Hydro should provide opportunities for the  
34    general public to learn about the project,  
35    the proposed study, the required facilities  
36    and associated Hydro practices, policies  
37    and procedures. Continuous public dialogue  
38    should be encouraged from the start of the  
39    study until it is completed.  
40
- 41    ii) Hydro should provide the public an  
42    opportunity to consider and comment on the  
43    need and the alternative plans that can  
44    meet the need.  
45
- 46    iii) Hydro should enable interested individuals  
47    and existing interest groups to contribute  
48    a local set of values to assist in  
49    formulating a weighting system to be used  
50    in the environmental study, together with  
51    specific details about their area to help  
52    lessen the impact of the facilities.  
53

1 Citizen committees (working groups) should  
2 be formed to examine specific issues and  
3 advise the project team. Hydro should  
4 actively promote a better understanding of  
5 what is involved in the environmental  
6 study.

- 7 iv) Hydro should provide a forum - normally  
8 through informal information centres - for  
9 presentation and discussion of the study at  
10 each stage.

11  
12 The new principles recognize that if citizens are to  
13 support the routes or sites selected as a result of  
14 the study, they will need to have been a part of the  
15 study.

16  
17 It seems generally true that the projects which can  
18 be most readily resolved through public involvement  
19 are those which

- 20  
21 - add a valued physical asset to the  
22 community  
23 - affect a small number of people  
24 - create an impact on a small physical area  
25 - can be completed in reasonable time

26  
27 (b) Opportunities for Public Involvement  
28 in the Planning Program

29  
30 Phase I

31  
32 The need for facilities is discussed in this  
33 phase, and if confirmed a large area is examined  
34 so that generating zones and transmission bands  
35 can be identified for study in Phase 2.

36  
37 Community profiles, which contain general  
38 information about the community, are assembled  
39 and local leaders with an interest in land-use  
40 and energy matters contacted. Those who are  
41 interested are invited to begin to study the  
42 project background. Discussions are begun,  
43 comparing the generating zones, which are  
44 determined by constraint mapping, and the  
45 transmission bands, which are generated by  
46 examination of priorities to be used in  
47 eliminating regionally significant areas with  
48 high potential impact.

49  
50 A first set of priorities may have been  
51 assembled by a number of provincial working  
52 groups, first in isolation, then working

1           together, as a control standard against which  
2           regional study area information can be measured.  
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Phase II

10          Potential generating station sites within the  
11        zones, and corresponding transmission corridors  
12        within the bands are delineated, and can be  
13        evaluated by the public.  
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18          An initial recommendation may be made at this  
19        point to the Ontario government that Hydro  
20        should acquire a site and confine further  
21        transmission studies to a limited number of  
22        corridors.  
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28          Phase III  
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30        The project becomes very specific as alternate  
31        sites for specific generating facilities and  
32        corresponding transmission rights-of-way are  
33        identified and evaluated. A report is made to  
34        the government, seeking specific approvals.  
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40        It is at this stage of the project that the  
41        individual property owners and local residents  
42        are most likely to be involved.  
43  
44

45        (c) Techniques for Communicating with the Public

46        Ontario Hydro has undertaken a series of  
47        Provincial Seminars to gather information and  
48        views on the planning of environmental studies  
49        and public participation programs. Some fifty  
50        participants have taken part; representing seven  
51        provincial government ministries and a wide  
52        variety of organizations and interest groups  
53        with provincial membership. The comments  
54        received have been of assistance in planning  
55        future regional and local studies.

46        Studies are opened with a public announcement of  
47        the over-all study. At the same time, the study  
48        area's human profile is assembled in a  
49        comprehensive community analysis, which is kept  
50        up-to-date throughout the study.  
51  
52

53        Hydro provides general background information on  
54        the project to the public and relates this  
55        information directly to the study at hand.

56        On the basis of the community profile, Hydro  
57        contacts the various individuals to verify  
58  
59

1 profile data, ensure accurate understanding of  
2 the project and determine individual interest in  
3 taking part in regional seminars concerned with  
4 such matters as agriculture, planning and  
5 conservation.

6

7 Phase I

8

9 Films, brochures, pamphlets, and other such  
10 material providing general background  
11 information, is distributed to the public.  
12 "External teams" are formed and meetings held  
13 with them. The nature and purpose of the study  
14 are explained through news releases and media  
15 briefings. Regionally representative groups are  
16 formed and encouraged to communicate with each  
17 other. Formal or informal meetings are held  
18 with officials elected or appointed at the  
19 county or regional municipal level. Briefing  
20 sessions are held with Hydro field and P.U.C.  
21 staff. Field trips to existing installations  
22 are arranged. Hydro personnel give  
23 presentations to interested groups in the area.  
24 A public attitude survey may be conducted.  
25 Status reports are sent to regional groups, the  
26 media, Hydro personnel and those on the mailing  
27 list.

28

29 Phase II

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31 Public involvement as established in Phase I is  
32 maintained as Hydro arranges for:

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- continued mailing of status reports
  - meetings with elected and appointed  
officials
  - ministry team meetings
  - field trips for regional participants to  
zones and bands
  - establishing or maintaining existing  
information centres, if required.

46

47 Phase III

48

49 Hydro continues the involvement process through:

- 50
- 51
- 52
- 53
- 54
- information centres

- 1        - mailings to residents within corridors to
- 2        determine specific constraints within the
- 3        rights-of-way
- 4
- 5        - house calls by Community Relations
- 6        representatives and project team members
- 7
- 8        - existing regional working groups.
- 9

10      (d) Public Acceptance of this Process

11      No major study has progressed far enough to  
12      judge how effective this approach is. The  
13      Eastern Ontario Study is at the stage of having  
14      the community profile information checked. The  
15      initial reaction from those individuals  
16      contacted to date has been excellent. All those  
17      contacted agree with the approach, and many have  
18      indicated they would welcome the opportunity to  
19      attend a seminar or take other appropriate  
20      roles.  
21

22      By comparison, the London Central Transformer  
23      Station project is a prototype study aimed at  
24      finding a site for a transformer station in the  
25      downtown core. From the beginning, this project  
26      has been based on the "working group" concept,  
27      which so far has been well accepted by the  
28      interested citizens.  
29

30      1.2.3.2 Public Participation and Decision Making Process

31      Decisions are made by governments after all  
32      reasonable opportunities for discussion, analysis,  
33      and amendment of recommendations have been provided.  
34      These normally incorporate an independent review  
35      process, and the time required for appeals.  
36

37      This can be a smooth process; but it can be  
38      difficult. If any element of the public  
39      participation program has not been satisfactory, a  
40      good deal of time may elapse between the end of the  
41      study and the final decision.  
42

43      In all Hydro studies since 1971 experience shows that  
44      the manner in which the approach to involving the  
45      public was made was considered quite satisfactory -  
46      initially.  
47

48      In the independent reviews conducted by the Solandt  
49      Commission and the Environmental Hearing Board, the  
50      public participation process has been complimented.  
51      However, opposition has remained.  
52

Line  
Number

1 Often, public opposition has been against the result  
2 of the study (a site or line location) rather than  
3 the study process.  
4  
5 This suggests that a more realistic understanding of  
6 the role of public participation is required so that  
7 the process of involving the public is not considered  
8 a replacement for decision-making. The effectiveness  
9 of public involvement should not be measured by the  
10 public approval for the study but rather by the  
11 completeness of the opportunity for involvement and  
12 the exchange of information.  
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8. Ontario Hydro - 500 kV Transmission Line Right of Way Bradley-Georgetown June, 1974
9. Ontario Hydro Public Attitude Studies Concerning a Possible Energy Centre Site on the North Channel of Lake Huron September, 1974  
September, 1975
10. Ontario Hydro Proposed Generating Station Extension for Thunder Bay January, 1975
11. Ontario Hydro Report on Public Participation in Line/Site Location January, 1975

Line  
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Line Number	Title	Date
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3	12. Ontario Hydro Proposal for Bruce Generating Station B	February, 1975
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7	13. Report of Solandt Commision "Transmission" (Lennox-Oshawa)	April, 1975
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11	14. Information Distributed during Power Supply to Prince-Edward County Study	1974
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14	15. Ontario Hydro Power Supply to Prince Edward County Environmental Report	May, 1975
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18	16. Report of the Ontario Hydro Planning Seminars	May-July, 1975
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21	17. Ontario Hydro North Channel Site Selection Program Status Reports	April/August, 1975
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25	18. Environmental Hearing Board Ontario Hydro Bradley-Georgetown 500 kV Transmission Line Right-of-Way	December, 1975
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30	19. Ontario Hydro Transmission Route Study for New Facilities from Atikokan/Marmion Lake Area to Thunder Bay Area Status Report	January, 1976
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